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ABSTRACT

This booklet is designed to provide pertinent information about Chapter 1 (Elementary and Secondary Education Act), explaining what it is, who can participate, how funds are spent, and how technology can be used in a non-public school to meet the needs of students. Chapter 1 channels federal funds to school districts with high concentrations of poor students to pay for their supplemental compensatory education requirements. Eligible non-public school children must be selected and served on the same basis as their public school peers. Non-public school administrators should work closely with the public school district Chapter 1 coordinator to design a program that will meet the children's needs. The participating non-public school does not own the supplies, equipment, and materials used in the Chapter 1 program; title is retained by the public school district. Technology-based instruction is one of the few aspects of the delivery of Chapter 1 services to students in religious non-public schools that has not been challenged in the courts. Instruction can be tailored to meet the needs of individual students and may be delivered without the presence of public school instructional employees. Features of a good technology system and the logistics of such a system are discussed. Three Catholic school systems in Elizabeth (New Jersey), Greenville (Mississippi), and Sacramento (California) using Chapter 1 funds successfully are described. While the focus of this publication is on computer-based technologies, promising technologies for the future are discussed briefly. A glossary and a list of state school liaisons are provided. (SLD)

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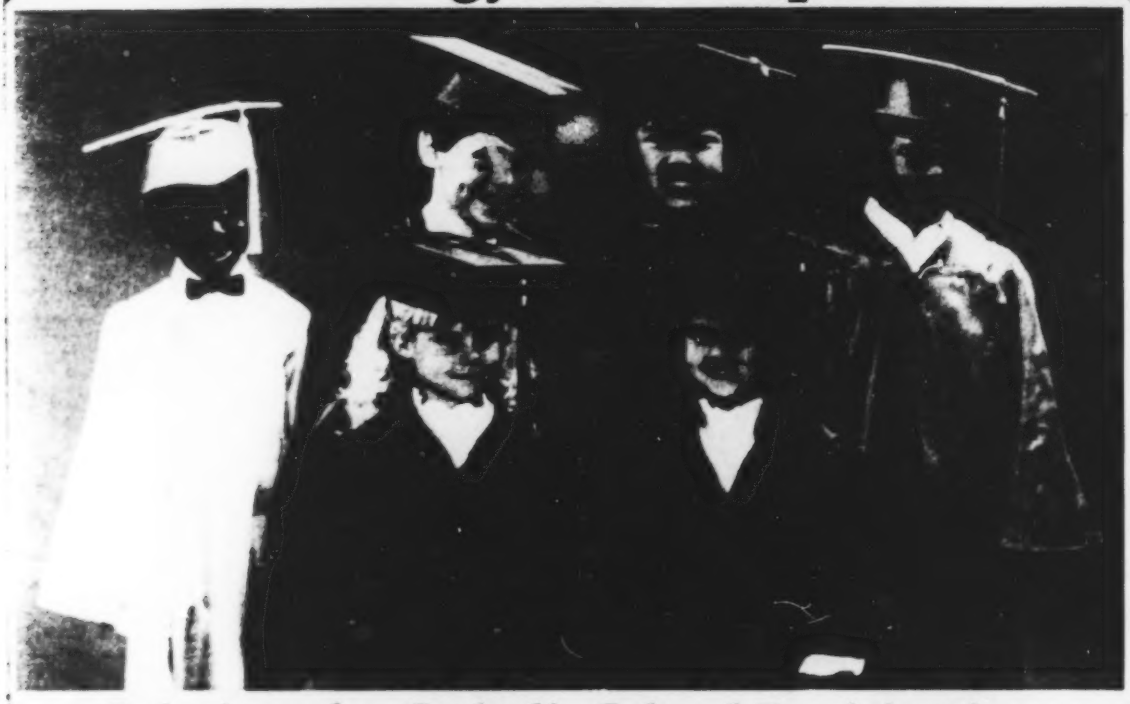
Technology and Chapter 1



Solutions for Catholic School Participation

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Preface

On behalf of the National Catholic Educational Association, I am pleased to offer *Technology and Chapter 1: Solutions for Catholic School Participation*, to assist you and your students in more effective learning experiences. This is another opportunity for Catholic Educators to develop and implement creative and substantive integration of curriculum with technologies.

We have produced this document through an exciting partnership model involving representatives of Catholic Education, including NCEA executive staff, the U.S. Department of Education Office of Private Education, the United States Catholic Conference, the State Catholic Conferences of New Jersey and Kentucky, the Archdiocese of New York, several Catholic schools and the Jostens Learning Corporation.

With the rapid advances in technology and the opportunities provided for Chapter 1 eligible students, I believe that you will find the information timely and useful. We are most grateful to all of our partners who made this possible.

Frederick H. Brigham, Jr.
Executive Assistant to the President
and Director of Research and Technologies
National Catholic Educational Association

Introduction

In Iowa, students learn via computer in mobile vans which serve several schools each week. In New York City, students receive instruction via telephone and television. In Kentucky, students are loaned computers to work on at home. In countless places, large and small, Catholic School students are learning through the use of technology paid for and maintained by the local public school district through the federal Chapter 1 program.

Technology has proven to be of major assistance in providing instruction to Chapter 1-eligible students who attend nonpublic schools. According to the 1990 *Chapter 1 Implementation Study*, the use of computer technology is the single most popular method of providing instruction to nonpublic school students under the largest federal education program for elementary and secondary students. In 1984-85 less than 3% of participating nonpublic school students received instruction via computer; in 1990 that figure had increased to 32%! And the percentages are still rising.

One of the many advantages of technology solutions for Chapter 1 programs serving nonpublic school students is its ability to serve many more students than can be accommodated in most other types of programs. There are an estimated 218,000 eligible nonpublic school students, with an estimated 158,268 currently being served (Education Department 1990-91 school year estimate).

This booklet is designed to provide pertinent information about Chapter 1 - what it is, who can participate, how the funds are spent - as well as show how technology can be used to meet the needs of your students within this federally funded program.

What is Chapter 1?

With the 1965 enactment of the Elementary and Secondary Education Act, the federal government became widely and directly involved in precollegiate education for the first time. Chapter 1, or Title I, as it was originally called, was a key component of President Johnson's War on Poverty.

The concept today remains remarkably similar to the original. Chapter 1 channels federal money to school districts with high concentrations of poor students to pay for their *supplemental*, compensatory education requirements. The program receives more funds than any other education program, except for student loans. The 1993 allocation for Chapter 1 is more than $6 billion or approximately 19% of the total Department of Education budget.

Funds are received by state education agencies to provide services within school districts, based on the concentrations of low-income children. Districts determine which courses are to be offered, which grades are to be served, and other programmatic choices.

The school districts receive their allocations based on the <u>total</u> school-age population which is below the poverty line. This means that poor students attending nonpublic schools also generate the funding level. Consultation with nonpublic school officials is required during all phases of the process. Eligible nonpublic school children must be selected and served on the same basis as their public school peers.

Aguilar v. Felton

The question of government aid which directly - or indirectly - benefits nonpublic religious school students has been a traditional source of church-state friction. In the 1984-85 school year, the Chapter 1 program was serving nearly 185,000 nonpublic school students, most of them in religiously-affiliated schools. Public school employees delivered an estimated 85% of the services at the nonpublic school sites.

In Aguilar v. Felton, a case brought against the New York City Board of Education by the Committee for Public Education and Religious Liberty (PEARL), the U.S. Supreme Court ruled the Board's conduct of the Chapter 1 program unconstitutional. The court determined that allowing public school instructional staff to deliver services on the actual premises of the religious schools constituted an unacceptable intertwining of church and state activities. With its ruling in 1985, Chapter 1 instructional staff were prohibited from providing Chapter 1 services in religiously affiliated nonpublic schools.

School districts all across the country scrambled that summer to find alternative ways to provide educational services to eligible students attending nonpublic religiously-affiliated schools. Most of the substitute methods - busing students to public schools or neutral sites, providing portable classrooms, mobile vans, or computer-assisted instruction - cost significantly more than the programs that used public school employees in the nonpublic school classrooms, where the space was provided to the Chapter 1 program free of charge.

To help offset some of these additional costs, Congress passed a law in 1988 authorizing funds for six years to repay school districts for certain capital expenses incurred in delivering Chapter 1 services to students in nonpublic religious schools. In addition, this funding source may be used to support current costs for administrative expenses related to the provision of services to Chapter 1 students in nonpublic schools or to provide delivery systems for greater participation of nonpublic school students affected by the *Felton* decision. Although these funds have increased more than 60% since first available, many school districts are still uncertain about how they can be used. (See chart on page 9.)

How to Begin

The Chapter 1 program which serves nonpublic school students is run by the local school district. To be served by this program, nonpublic school students must be identified as educationally disadvantaged in the same manner as students are identified in the local public schools. They must also be residents of the Chapter 1 project area of the public school district - areas with higher concentrations of families living below the poverty line.

School districts are required to submit an application to their state education agency explaining how they will meet the compensatory education needs of all educationally disadvantaged students within their area, including those attending nonpublic schools. Each nonpublic school is contacted annually by the public school district individual designated to oversee the Chapter 1 program to discuss the needs of nonpublic school students as well as the nature of the delivery system and the extent of the services to be offered. Nonpublic school administrators should utilize every opportunity to meet with the Chapter 1 Coordinator in the public school district in order to assure their students of full participation in the Chapter 1 program. This required consultation will continue throughout the planning process.

The local public school district will request information which will be used to identify children eligible for Chapter 1 services. Nonpublic school students must be evaluated and identified on the same basis as their public school peers.

Regulations require Chapter 1 programs for public and nonpublic school students to be equitable; they are not required, however, to be identical. Grade levels to be served and subject matters to be covered will most likely be the same as those identified for the entire district. Delivery method and content, however, may differ from school to school and from public to nonpublic schools. The fact that the public schools are not using technology-based instruction for their Chapter 1 program does not eliminate it from consideration for Chapter 1 students in nonpublic schools within the district.

How Purchases are Made

The Chapter 1 program is designed to be administered by the school district for the benefit of all disadvantaged students attending public and nonpublic schools. Nonpublic school administrators should work closely with the public school district Chapter 1 Coordinator to design a program that will meet the needs of the children being served. This is in keeping with the Child Benefit Theory of services going to children, not to the religiously-affiliated schools which they attend.

When purchase of materials or equipment is required, administrators should ensure that these purchases are in keeping with the overall curricular needs of eligible students. However, the participating nonpublic school does not own any of the equipment, supplies, or materials used in the Chapter 1 program. All purchases made for Chapter 1 programs for nonpublic school students are made through the local school district; title is retained by the public school district.

How Technology Benefits Nonpublic School Chapter 1 Students

Technology-based instruction is one of the few aspects of the delivery of Chapter 1 services to students in religious nonpublic schools that has not been challenged in the courts. The reasons are clear: instruction may be tailored to meet the needs of each individual student and the instruction may be delivered on nonpublic school premises without the presence of public school instructional employees.

Technology can be found in a variety of forms, all of which are allowable under Chapter 1 regulations. Computer-based curriculum offered on the nonpublic premises, in mobile vans, or on a take-home basis and distance learning techniques are among the most common technologies used in nonpublic school Chapter 1 programs today.

The benefits of a technology solution for Chapter 1 programs designed to serve nonpublic students include:

- Allows greater numbers of students to be served for less money.
- Allows each child to progress at his/her pace, providing maximum possibility for educational progress.
- Provides a highly motivating format for students.
- Ties directly to classroom curriculum to enhance existing coursework.
- Individualizes learning.
- Operates with minimal instructional personnel involvement.
- Develops students' key-boarding skills and familiarity with computer operations.

Features of a Good Technology System

- **Flexible**. Can be upgraded or added to as time and changing needs require.
- **Industry Standards**. Conforms to standard hardware and software specifications to avoid obsolescence.
- **Open Architecture**. Allows the addition of third-party materials, as desired.
- **Ease of Operation**. Can be operated by existing personnel, not only by highly trained specialists.
- **Solid Curriculum**. Helps students learn in a high-interest format.
- **Legal Guidelines**. Complies with *Felton* restrictions and the regulations and guidance for the Chapter 1 program. Technology is one of the few available instructional methods not challenged in court.

Historically, curricular emphasis in Chapter 1 programs had been placed on remedial and basic skills instruction. The 1988 Amendments to Chapter 1, however, called for a new focus on critical thinking and higher-order thinking skills within this program. This change in emphasis is becoming a key issue during the current debate on the 1993 reauthorization of the Chapter 1 program.

Early technology-based curricula provided primarily drill and practice activities for remedial instruction. As adjustments were made in Chapter 1 instructional theory, similar changes were also being introduced into the technology and courseware. Today, more and more software developers are offering curriculum which places the primary emphasis on developing the thinking skills of students, and secondary emphasis on reinforcing their retention of basic skills information.

Exciting new developments in technology and courseware are incorporating such innovative approaches as multi-media programming. With these programs, students are routinely expected to develop their skills in analytical thinking, inferencing and even aesthetic evaluation. Many educators believe that this emphasis on metacognition has the potential to make the difference between success or failure for Chapter 1 students.

Technology Logistics

One of the great advantages of using technology to meet the needs of nonpublic school Chapter 1 students is the versatility which is available. Technology-based instructional programs can be located on the nonpublic school premises if public school instructional personnel are not required to operate it. A Chapter 1 computer technician may, however, be on site to assist students with technical, noninstructional needs.

It can also be placed in mobile vans which can move from site to site to serve the needs of many students. It can also be located in portable classrooms situated on or near the nonpublic school grounds. All of these possibilities meet the curricular needs of the Chapter 1 program and comply with regulations and guidance based on the *Felton* decision.

Many nonpublic school facilities may need extensive modifications to accommodate the technology because of the increase in power needs and possible security considerations. Costs associated with this type of modification may be covered under Chapter 1 Capital Expenses funds (see chart on page 9). However, permanent *improvements* to nonpublic school facilities may not be paid for with Chapter 1 funds. The difference between an allowable modification and a non-allowable permanent improvement has been difficult for many to grasp. Anything which increases the value of the nonpublic school property which *cannot be reversed* is considered a permanent improvement. This could include adding a new room to the existing building or constructing a new permanent, rather than temporary facility, on the grounds of the nonpublic school.

Technology-based programs may be operated off-site by public school district personnel or by third-party contractors hired by the public school district. Instructional staff in religiously-affiliated schools are permitted to turn on the equipment and perform noninstructional monitoring functions. The Chapter 1 program may also provide for a non-instructional technician in the nonpublic school.

Chapter 1 Funds - What Can They Pay For?

Product/ Service	Chapter 1 Basic Grant	Chapter 1 Capital Expenses
Computer Hardware	YES	NO
Other Instructional Equipment	YES	NO
Equipment Maintenance	YES	NO
Equipment Insurance	YES	NO
Curriculum Software	YES	NO
Facilities Modification	YES	YES (within established guidelines)
Facilities Purchase or Lease	YES	YES
Wiring	YES	YES
Staff Development	YES	NO
Instructional Supplies & Materials	YES	NO
Electricity	YES	YES

Technology Enhances the Classroom Program

Appropriate technology-based curriculum should be selected to correlate directly to the coursework being taught in the regular classroom. Classroom teachers can gain significant insight into the needs and learning patterns of their Chapter 1-eligible students through involvement with management reports which effective systems can generate. Educators should look for technology systems which have easy-to-read reports which can be generated by teachers.

Good communication between public school Chapter 1 personnel and the nonpublic school classroom teacher is essential. Technology can enhance this communication via the telephone or through electronic mail systems. Coordination is critical, in order to provide the best possible educational opportunities for the nonpublic school Chapter 1 students.

In some cases, through lease arrangements with the public school district, additional student stations may be added to the Chapter 1 system. If purchased or leased by the nonpublic school, these additional stations allow other students in the school access to the same curriculum, while providing Chapter 1 students with the extra educational assistance they need. In this way, the program becomes a real link between the Chapter 1 services and existing classroom work. This is an uncommon approach and must be thoroughly examined by public and nonpublic school legal staff prior to implementation.

Parental involvement is a key component throughout all phases of the Chapter 1 program, recognizing that home attitudes toward learning have a major impact on student achievement. Technology can provide a sharing opportunity for students and parents to discuss schoolwork.

Programs which allow computers and software to be taken home strengthen this opportunity even further. This type of program eliminates any concern about the supplemental instruction being provided on the nonpublic school premises, and encourages family learning opportunities. These programs may be tied directly to the classroom curriculum, or used as an intensive tutoring project.

How Does This Really Work?

Elizabeth, New Jersey, Greenville, Mississippi and Sacramento, California are as different as any three areas of this country can be. All three have one thing in common, however. Each has successfully utilized technology to provide services to Chapter 1-eligible students in the area Catholic schools. Although their approaches differ, each district has found that technology has allowed them to truly serve the needs of their nonpublic school students.

Elizabeth, New Jersey

The public school district in this mid-sized city contracts with the Union County Education Services Commission to provide Chapter 1 and other applicable state and federal program services to eligible students in nonpublic schools. In a model of cooperation, the Commission works with Catholic school teachers and administrators to develop solutions which best meet the individual needs of their eligible students.

Methods used to provide Chapter 1 services include the use of computers in several ways. There are six computer labs which serve some 500 students at six different school sites. Some use a traditional, school day "pull-out" program, while others have instituted before school, after school, and lunch-time programs. Decisions about scheduling are worked out in conjunction with the school principal, allowing individual sites to determine what will best meet the needs of their students.

In an innovative program which meets a wide variety of needs, computers go home with students at one school. A total of 130 computers equipped with CD-ROM based curriculum covering reading, mathematics and language arts are loaned to Chapter 1-eligible students for a full school year.

This program provides several advantages to the school. First, students do not lose valuable classroom time common to pull-out programs. They receive all the same instruction as other students during the school day and are able to receive supplemental instruction via computer at their convenience beyond the normal school day.

Parental involvement is greatly increased as parents not only are informed about their child's instruction and progress, but can also experience it for themselves. Kevin Averill, supervisor of instruction for nonpublic schools at the Union County Education Services Commission, reports that the enthusiasm level among parents is substantial. "Parents see their kids as someone special because of the trust placed in them by the school. The computer becomes a source of family pride for them and learning is intensified for everyone in the home," Averill says.

An extra bonus with this use of technology, which had not originally been anticipated, is the language skill reinforcement which comes with the speech capabilities of the CD-ROM. Many of the Chapter 1-eligible students are recent immigrants from Haiti and speak Haitian Creole as their native language. By being able to listen to accurate English as part of the lesson, students - and their families - expand their oral language skills as well as reading, math and writing.

Averill says that there were concerns about theft and breakage with a take-home computer program before it was instituted two years ago. To date, they haven't lost a single piece of equipment; at the end of the first year, all the machines came back in perfect order. "The pride of the whole family seems to be boosted when the school trusts them with something of value like this," he says.

Although the systems have not been in place long enough to provide statistically reliable data, test scores this spring are expected to show positive gains for nonpublic Chapter 1 students in Elizabeth. One reason for this, according to Averill, is the increased motivation on the part of students. "If kids enjoy learning, they will work harder and get more out of it. It's as simple as that."

Greenville, Mississippi

As a result of the *Felton* decision in 1985, the Greenville Public Schools needed to find alternatives to public school teachers providing Chapter 1 services in the local Catholic schools. A first effort involved transporting elementary students from Our Lady of Lourdes and secondary students from St. Joseph's to the public school sites. Although this arrangement met the letter of the new law, it displeased the parents of the students involved because of the inconvenience to their children.

After trying other options, Greenville has settled on the use of a mobile van containing a 10-station computer lab which travels between the two Catholic school sites. Plugging into a power source installed for the purpose, the mobile lab can provide instructional opportunities for 180 students per day in reading, mathematics and language arts.

Students, parents, school staff, and district staff couldn't be happier with the results. Students really enjoy the motivating curriculum and parents like both the proximity to their children's school and the instructional value provided. Teachers and principals are pleased with the adaptability of the curriculum, especially the ease with which it can be correlated to the existing classroom work. The Greenville Public Schools are also pleased; the use of technology has allowed them to serve more Chapter 1-eligible students for the same money than would have been possible without it.

A certified teacher and an instructional aide operate the computer lab. According to Albert Williams, federal programs director for Greenville Public Schools, one of the greatest advantages of this program is the ability of the District's staff to coordinate their efforts with the nonpublic school classroom teachers. Instructional needs of individual students are taken into account and plans are developed cooperatively between the Chapter 1 teacher and a student's classroom teacher.

Says Williams, "It's hard to imagine operating this program any differently, it's working so well."

Sacramento, California

Technology has been a part of the Sacramento City Unified School District's Chapter 1 program for nonpublic schools for the past five years. Currently, almost 800 students from nonpublic schools (95% of them from Catholic schools) are served through the District's Chapter 1 program at 10 sites. Technology is used throughout in a combination of on-site computer labs and mobile vans outfitted with computers.

The program serves children in kindergarten through eighth grade and focuses on reading, math and language arts skills. The same software program is used at each of the sites and was selected by the nonpublic school principals in conjunction with the public school administrative staff.

Parents are very pleased with the use of technology in the program. In a recent survey of attitudes, parents overwhelmingly said they approved and asked that more be made available. One of the key points the parents made was that not only are their children receiving reinforcing activities in curriculum areas where their skills are weak, but they are also gaining valuable technology skills which the parents feel will be crucial to them later on.

Xuyn Le is the district program advisor who manages the Chapter 1 program for Sacramento's nonpublic schools. She says that there are three major advantages to the use of technology in this kind of program. "First, the children love to use it; that's really important. Second, the teachers and principals are very supportive of its use and of how it fits into their overall program. And third, there are ongoing student achievement reports which allow an administrator to monitor individual student progress."

In addition, Le says, technology is a very cost effective use of limited resources. "Machines can't and won't replace teachers," Le says, "but they can free up the teacher to give more attention to smaller groups of students."

The key to success in the use of technology for Chapter 1 nonpublic school students, says Le, is the dedication and training of the attendant or technician who runs the lab, positive involvement of the classroom teachers in the planning process, and the selection of software which has both enough depth and flexibility to adjust to the needs of differing classroom environments.

Future Technologies

This publication has dealt almost exclusively with the use of computer-based technologies in Chapter 1 programs for the simple reason that this is what is available and being used in schools today. Certainly there are isolated examples of other types of technologies being used, but by far, computers in all of their various forms are the currently preferred approach to instructional technology.

There are a number of other promising technologies in lesser use or on the horizon, however, that are worth mentioning. Delivery of curriculum over long distances via fiber optic networks is a technology which is receiving increased emphasis. Its advantage is the ability to link differing parts of a learning community for shared access to curriculum and communications.

Television has been a useful technology in the delivery of instruction for some time. But with the introduction of other types of complementary technologies, television may soon be used in education in newer and more interactive ways. Laser discs and multimedia formats offer opportunities for different types of teaching and learning, as does the advent of hand held computers.

While no one knows what direction educational technology as a whole will take in the near or distant future, one thing is for certain: technology is here to stay. Consequently, the smart educator looks for applications which not only serve the needs of students today, but have the ability to be expanded or modified in the future when improvements and new technologies are available. Investigate carefully the future support and adaptability of any contemplated technology.

Glossary

There are any number of terms with which educators may not be familiar. While not all of these terms were used in this publication, those which educators are most likely to encounter are described here.

Chapter 1 Terms

Basic Grant - Chapter 1 allocations given to local school districts based upon a formula derived from the numbers of poor students within the area and the state average per pupil expenditures for public education.

Capital Expenses - Funding available to local public school districts to help offset the additional cost of providing Chapter 1 services to nonpublic school students after Aguilar v. Felton.

Chapter 1 - Chapter 1 of Title I of the Elementary and Secondary Education Act (ESEA), as amended. Chapter 1 was last amended in 1988 and is scheduled for reauthorization in 1993. Chapter 1 provides special supplementary services to educationally disadvantaged children residing in areas with high concentrations of low-income families.

Chapter 1-Eligible - Public schools which are in an area of high concentration of low-income families are designated as Chapter 1-eligible schools. Students residing within these school attendance areas who are educationally disadvantaged, based on standards set locally, are Chapter 1-eligible students.

Concentration Grant - Additional Chapter 1 funding given to those districts which have the highest concentrations of poor students.

Educationally Disadvantaged - Students who achieve below the minimum standards set by either the district or state and applied in a consistent manner.

***Felton* Decision** - U.S. Supreme Court case in 1985 which found the provision of Chapter 1 services by public school instructional personnel on religious nonpublic school premises unconstitutional.

Technology Terms

CAI - Computer-assisted instruction is a generic term used to describe curriculum material presented via computer.

CD-ROM - Similar in appearance to the CDs used to deliver music, a compact disc read-only-memory is a storage device for data. Information can be accessed quickly and randomly and a single CD can hold the equivalent of more than 450 floppy discs.

Courseware - Computer software designed for instructional purposes.

Distance Learning - Instructional programs that are transmitted electronically via computer networks, teleconferencing systems, phone lines, television transmission, or satellite systems.

Hardware - Mechanical and electronic equipment associated with computers.

ILS - An *integrated learning system* is an educational computer package combining hardware, courseware, and a management system. Computers are generally linked to form a network. Typically such a system is integrated into existing classroom curriculum and covers many grade levels. The management system produces a variety of reports and can correlate the curriculum to local or state learning objectives.

Interactive - Computer program that allows the user to "communicate" with the computer. The computer reads the user's input and then responds accordingly.

Peripheral - Hardware items, such as modems or printers, which are not required for the basic operation of the computer.

Software - The program which gives the computer hardware its operating instructions. In an educational setting, the software would contain the desired curriculum.

Other Resources

There are a number of excellent publications which provide more detailed information concerning the participation of nonpublic school students in the Chapter 1 program. Four of the most useful are listed below.

Participation of Private School Students in Chapter 1

This brochure by the U.S. Department of Education, Office of Elementary and Secondary Education, Compensatory Education Programs provides a brief overview of Chapter 1 and its relationship to the education of nonpublic school students.

The Chapter 1 Policy Manual

Published by the U.S. Department of Education, Compensatory Education Programs Office, this book provides the "final word" on all Chapter 1-related rules and regulations, including those affecting nonpublic school students.

Chapter 1 Handbook

This annual publication by the Education Funding Research Council provides a detailed explanation of the Chapter 1 program, including the participation by nonpublic school students.

Handbook on Serving Private School Children With Federal Education Programs

Developed by the U.S. Department of Education, Office of Private Education, this useful publication provides specifics about all federal education programs which may include the participation of private school students.

Individuals who may also be of assistance in answering questions about Chapter 1 and your nonpublic school students include your local public school district Chapter 1 Coordinator, State Private School Liaisons, or:

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